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UNDP: COUNTRY PROGRAMMES AND RELATED MATTERS

Fifth country programme for Rwanda

Note by the Administrator

I. PURPOSE

1. The purpose of the present note is to apprise the Executive Board of major changes that have been introduced in the fifth country programme for Rwanda. The original programme was approved by the Governing Council in its decision 93/4 of 19 February 1993. Subsequently, the Council approved amendments to the programme in its decision 93/20 of 18 June 1993. Additional changes have been made to adjust the programme to the new circumstances existing in Rwanda since the genocide of April-July 1994.

II. ORIGINAL OBJECTIVES AND CONTEXT OF THE FIFTH COUNTRY PROGRAMME

2. The fifth country programme focused on two major objectives:

(a) To promote poverty alleviation and social development, through labour-intensive public works programmes and support for small-scale agricultural activities in rural areas, combined with pilot housing projects, literacy and vocational training and support for primary health care;

(b) To build national capacity in the area of development planning and management, through technical cooperation with government ministries and grass-roots community organizations.

3. Rwanda had experienced severe civil conflict since fighting broke out between the Rwandan Armed Forces and the Rwandan Patriotic Front (RPF) in October 1990, after the entrance of a large RPF force into north-eastern Rwanda from Uganda. At the time of submission of the fifth country programme, the conflict was escalating rapidly and had caused the internal displacement of over 1 million people. Therefore, the Governing

Council directed that the programme should be reviewed and revised in June 1993, at which time a reorientation of the country programme was approved to include:

(a) Reintegration of refugees, internally displaced persons and demobilized soldiers;

(b) Preparation of a humanitarian round-table conference, sponsored by UNDP and the Department of Humanitarian Affairs (DHA);

(c) Support for democratization and demobilization, a process under negotiation at that time to avert a civil war. (In August 1993, the main parties to the conflict signed the Arusha Peace Accords, committing themselves to participation in governmental power-sharing and to the introduction of elections.)

III. STATUS OF IMPLEMENTATION OF THE FIFTH COUNTRY PROGRAMME BEFORE THE CRISIS

4. Implementation of the fifth country programme was blocked during late 1993 and early 1994 by the precarious security situation in Rwanda and the growing impasse in political negotiations. During that period, UNDP continued to prepare for the humanitarian round-table conference, developing comprehensive plans for the reintegration of demobilized soldiers and socio-economic reconstruction activities. However, the schedule for the round-table conference was continually postponed, as efforts to establish a stable transitional government, a vital precondition for donor mobilization, stumbled and finally failed.

5. The civil war that was precipitated by the death of the President of Rwanda in the April 1994 plane crash brought all work on the fifth country programme to an abrupt standstill. The UNDP office in Rwanda was evacuated, and staff were unable to return to Kigali until August 1994. The magnitude of the crisis in Rwanda in the intervening period clearly indicated a need to revise the scope and direction of UNDP activities. In the adjustments made to the fifth country programme, UNDP has recognized the need to adapt programme activities quickly in order to respond to the urgent basic needs of the Government of Rwanda and the population of the country in the aftermath of the genocide.

IV. THE 1994 CRISIS: RESPONSES OF GOVERNMENT AND THE INTERNATIONAL COMMUNITY

6. The genocide in Rwanda has left the population of that country physically, economically and psychologically devastated. Some 1 million people were killed, a large part of the population displaced and most of the country's productive capacity destroyed. The 1994 crisis had a particularly severe economic effect, because it followed a period of economic recession, which was caused by the growing imbalance between population density and land, pronounced environmental degradation and a cyclical fall in world coffee prices, the country's primary export product.

7. In this context, the primary role of UNDP since the crisis has been to support the Government in the creation of a viable programme for reconstruction and reconciliation, and to mobilize donors in support of that programme. In January 1995, the Government presented an integrated Programme of National Reconciliation and

Socio-Economic Rehabilitation to its partners in the international donor community, at a round-table conference organized by UNDP. The programme covers a wide range of emergency and developmental needs, ranging from the restoration of the macroeconomic stability and administrative capacity of the State to the resettlement of refugees and rehabilitation of the social sector. Donor countries responded favourably to the presentation of the programme, pledging almost $600 million to support the Government's plan.

8. Following the round-table conference, UNDP assisted the Government in coordinating the implementation of the round-table programme and tracking the disbursement of financial commitments. A mid-term review of programme implementation was held from 6-7 July 1995 in Kigali. The review concluded that significant progress had been made in the implementation of the rehabilitation component of the round-table programme, although more support is necessary for the refugee resettlement component. The need to accelerate the disbursement and delivery of resources was also noted, and donors confirmed their continued support by pledging an additional $290 million for the 1995-1996 biennium.

V. ADJUSTMENTS TO THE FIFTH COUNTRY PROGRAMME

9. In response to the severity of the 1994 crisis, the Government of Rwanda and UNDP have made some fundamental revisions in the fifth country programme, while continuing to adhere to its original objectives, where relevant. In particular, adjustments to the programme aim to assist the Government in achieving the economic and political stability and administrative capacity necessary to absorb donor aid effectively and accelerate delivery of the Programme of National Reconciliation and Socio-Economic Rehabilitation. Given the continued instability in the region, the programme is intended to be flexible, to adapt to changing needs during the remainder of the fifth programme cycle. The Government has requested that UNDP provide technical support and financial assistance in three priority areas:

(a) Restoring the administrative capacities of the State

10. The public sector was effectively paralysed by the 1994 crisis. Over one half of the personnel in the civil service disappeared or fled abroad; buildings were severely damaged and equipment looted or destroyed. Rapid restoration of the administrative capacity of the State is an essential precondition to the revival of social and economic development and the stabilization of government revenues to avoid long-term dependence on donor funds. Activities in this area have evolved from the original objectives of the fifth country programme but are made more urgent by the destruction caused by the civil war.

11. UNDP assistance includes helping the Government to reactivate core state functions in eight key ministries; providing essential equipment to replace a portion of the equipment destroyed during the war; providing assistance for the repair of government buildings and emergency sanitation services in the capital; financing salary payments to health, education and justice workers; and strengthening government economic management. Those activities are being carried out in close collaboration with the World Bank, the International Monetary Fund, the Department for Development Support and Management Services (DDSMS), the United Nations Office for Project Services (UNOPS) and the United Nations Centre for Human Settlements (Habitat).

(b) Rehabilitating and strengthening the judicial system

12. The judicial system ceased to operate during the war - prisons and court buildings suffered heavy damage and 80 per cent of judicial personnel fled or were killed. Yet the pressures on that system have increased massively. Forty-six thousand prisoners are currently in detention, charged with crimes committed during the genocide. UNDP activities include repairing and extending prison facilities, in order to transfer prisoners from overcrowded jails, and restoring key public prosecutors' offices and law courts to working order. In addition, and after an urgent appeal from the Government, UNDP has started a project to place legal personnel from overseas at the disposal of the Ministry of Justice, to investigate and process cases arising from the genocide. Relatedly, the United Nations has supported the establishment of a war crimes tribunal, which has begun its work in Arusha, the United Republic of Tanzania.

13. To implement judicial-related activities, UNDP has collaborated closely with the United Nations Assistance Mission for Rwanda, the United Nations High Commissioner for Human Rights, DDSMS, the United Nations Volunteer programme, the United Nations Children's Fund, the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme and the International Committee of the Red Cross.

(c) Resettling refugees and displaced persons

14. The civil war in Rwanda led to massive population movements. In May 1995, over 2 million Rwandans were in refugee camps outside the country. In addition, thousands of refugees who left the country in 1959/1960 are attempting to resettle inside Rwanda. UNDP support in this area includes assisting the Government to operationalize plans to resettle refugees and providing peace monitors to the United Nations human rights field operation in Rwanda.

15. In close collaboration with the Integrated Operations Centre, in which the Government of Rwanda and nearly all United Nations agencies are represented, UNDP has implemented a programme designed to facilitate the resettlement of the recent internally displaced persons and those refugees now electing to repatriate through the rehabilitation of targeted communes. Working closely with UNHCR, UNDP also provided key support to the Government in the drafting of a plan of action for the reintegration and resettlement of refugees and displaced persons.

VI. MECHANISMS FOR COORDINATION

16. A variety of specific mechanisms have been put in place in order to ensure proper coordination of United Nations agency activity at all levels:

Emergency coordination

17. In the immediate aftermath of the 1994 crisis, UNDP played a major role in supporting the establishment of the United Nations Rwanda Emergency Office (UNREO) for the purpose of collecting and disseminating information on the humanitarian and security situation in Rwanda and coordinating the emergency relief efforts of United Nations agencies in the country. UNDP continues to collaborate closely with DHA to ensure complementarity between the round-table rehabilitation programme and the emergency relief needs presented in the United Nations consolidated appeal for Rwanda.

Inter-agency meetings

18. Following the re-establishment of the UNDP and other United Nations agency offices in August 1994, regular weekly meetings are held among the heads of agencies, the Special Representative of the Secretary-General and the Humanitarian Coordinator. Special meetings on subjects of particular concern, such as the rehabilitation of the justice system or commune rehabilitation, are convened on occasion by the Resident Coordinator in order to ensure the proper coordination of United Nations agency activities in these areas. Finally, an Inter-agency Coordination Committee has been established at the head-of-agency level, to discuss specific issues and to adopt corresponding policies and strategies.

Disaster preparedness

19. The establishment of a disaster management team is also under way, as well as a contingency plan for United Nations agencies, the Government and non-governmental organizations.

VII. RESOURCE MOBILIZATION

20. Significant efforts have been made by UNDP to mobilize additional funding to support reconstruction in Rwanda, and donor countries have committed funds to UNDP activities, both in the form of cost-sharing arrangements and through the trust-fund mechanism. Over $17 million in trust-fund resources has been committed by the Governments of Canada, the Netherlands, Spain and the United Kingdom for UNDP-managed programmes. In addition, the Governments of the United Kingdom and the United States have contributed a total of over $3.5 million to specific UNDP projects in Rwanda, in the form of cost-sharing arrangements.

VIII. EXECUTIVE BOARD ACTION

21. The Executive Board may wish to consider the adjustments described in the present note and endorse the reorientation of the fifth country programme.

Annex

FINANCIAL SUMMARY

	$	$
A. Resources available for country programme period		
IPF	24 781 000 a/	
Estimated cost-sharing	12 646 210	
Estimated trust fund resources	17 233 492	
Total		54 660 702
B. Commitments		
Approved programmes/projects budgets b/		
Approved and allocated IPF	23 787 000	
Approved and unallocated IPF	-	
Approved and allocated cost-sharing	12 646 210	
Approved and unallocated cost-sharing	-	
Approved and allocated trust-fund resources	7 311 000	
Approved and unallocated trust-fund resources	252 492	
Total		43 996 702
Pipeline programmes/projects		
IPF	994 000	
Cost-sharing	-	
Trust-fund resources	1 830 000	
Total		2 824 000
C. Balance of resources available for further programming		
IPF	-	
Cost-sharing	-	
Trust-fund resources	7 840 000	
Balance of resources available		7 840 000

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a/ Compared to $42,973,000 originally anticipated for the fifth cycle programme, due to the 30 per cent IPF reduction to $30,081,000 and the carry-over of $5,300,000 from the previous cycle.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or the Bureau Project Appraisal Committee for which there exist detailed, signed documents and budgets. "Approved and unnallocated" represent the balance of funds available to the programme or projects which have yet to be reflected in specific budget lines.

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UNDP: COUNTRY PROGRAMMES AND RELATED MATTERS

Fifth country programme for Burundi

Note by the Administrator

I. PURPOSE

1. The purpose of the present note is to apprise the Executive Board of major changes that have been introduced in the fifth country programme for Burundi, which was approved by the Governing Council in its decision 93/20 of June 1993. The changes were made to adjust the programme to the new realities existing in Burundi since the eruption of the socio-political crisis in October 1993.

II. THE CURRENT SITUATION

2. Lengthy negotiations led to the adoption in September 1994 of a Convention of Government by the various political partners. The Convention defined the principles of power-sharing and paved the way for the organization of a National Debate, which aims at constituting a comprehensive framework for dialogue and reconciliation. Difficulties have been experienced in the implementation of the Convention, resulting in several instances of reshuffling in the Government. Following sporadic outbreaks of civil strife, the National Debate has been postponed until later in 1995.

3. The emergency situation in Burundi and events in neighbouring States have caused major population movements. At the end of April 1995, there were approximately 440,000 internally displaced persons in Burundi and 140,000 Burundian refugees in Rwanda, the United Republic of Tanzania and Zaire. In addition, some 200,000 Rwandan refugees have been accommodated in the northern provinces of Burundi.

4. Political uncertainty and the threat of violence have had a correspondingly detrimental effect on the economy of Burundi. Economic growth

has been negative since 1993 (in the order of -6 per cent per annum), while food production dropped by 20 per cent in the same period. Lacking confidence in the political future of the country, the business community has reduced investment. Meanwhile, poverty has increased and access to education and health services has decreased.

III. RESPONSE OF THE GOVERNMENT OF BURUNDI AND UNDP

5. The crisis undermined the strength of the country's key institutions and disrupted the administrative capacity of the State. Although the potential for the State to intervene in the immediate aftermath of the crisis was limited, beginning in the middle of 1994, the Government launched pacification missions throughout the countryside, with the aim of promoting dialogue among communities, political parties, the armed forces and the press. Those missions played a critical role in preventing the violence in Rwanda from engulfing Burundi. However, tensions remain high, and concerns for security and peace remain an obstacle to the resumption of productive activities. Moreover, although regarded as isolated events, there have been increasing outbreaks of violence in public places in Bujumbura and other cities.

6. The priority of UNDP was to participate actively in assisting the Government to develop reconstruction plans and to strengthen its capacity to manage rehabilitation and reconstruction activities, and to mobilize donor aid for reconciliation and reconstruction activities. The first component of UNDP support comprised the reprogramming of the fifth country programme to establish an approach that will focus on the transition from relief to rehabilitation to development. The strategies developed by UNDP in this programme have helped to lay the foundation for the Government's own Programme for Rehabilitation, Reconstruction and Economic Activity, formulated in March 1995. Major donors continue to support the UNDP initiatives in this area.

IV. STATUS OF THE IMPLEMENTATION OF THE FIFTH COUNTRY PROGRAMME FOR BURUNDI

7. As approved in June 1993, the fifth country programme for Burundi was built around three central objectives of the Government:

(a) To contribute to the transformation of the rural economy, through pilot agricultural extension and rural activity diversification operations, combined with environment protection schemes and infrastructural development;

(b) To strengthen the capacity of Government to plan and manage socio-economic development, through the implementation of a comprehensive capacity-building programme and specific subprogrammes in the fields of administrative reform, planning and programming, decentralization and human resources management;

(c) To assist in the decentralization of the management of health services and to strengthen the peri-urban and rural component of the national HIV/AIDS programme.

8. As a result of the deterioration of the political and economic situation, it was decided in January-February 1994 to freeze temporarily the implementation of the country programme as approved by the Governing Council. While remaining within the scope and objectives of the original programme where relevant, a comprehensive transition programme was designed to respond more effectively to the new realities within the country.

V. ADJUSTMENTS TO THE FIFTH COUNTRY PROGRAMME FOR BURUNDI

9. In May 1994, the Government and UNDP approved the Support to Coordination of Humanitarian Assistance and the Rehabilitation, Reconstruction and Economic Revival Programme. The priorities of this programme have evolved from the original objectives of the fifth country programme, with the addition of new elements on peace, governance and humanitarian coordination. The programme recognizes that both curative and preventive development, together with the effective integration of humanitarian assistance, reconciliation initiatives and development activities, are necessary to provide a sustainable solution in Burundi.

Sectoral development and rehabilitation

10. The key sectors that formed the basis of the original fifth country programme continue to be central to development in Burundi. However, the recent crisis and continuing vulnerabilities suggest that the needs analyses carried out in preparation for the original programme no longer provide an accurate picture of the prevailing situation. In order to address the changed situation, a programme of assistance in the identification and prioritization of needs in the health, agricultural and state administration sectors has been designed. Development strategies and initiatives in those sectors focus upon reducing vulnerabilities and strengthening capacities to mitigate the effects of volatility in the social and economic environment, thereby preventing further deterioration of the human condition. Direct assistance to fill gaps in the health, agriculture and state administration sectors is provided through United Nations Volunteers (UNV) specialists. At the same time, UNDP assistance is directed toward opportunities for rehabilitation of those three sectors, leading towards an overall integrated capacity-building programme, to be carried out in line with the objectives of the original fifth country programme.

Preventive development

11. The following elements have been added to the fifth country programme:

(a) Promoting peace, conflict resolution and good governance by establishing a network of 16 committees at the provincial level, to serve as a catalyst for the participation of local communities in resolving conflicts and preventing the escalation of violence; providing workshops on conflict resolution and reconciliation for youth and women's groups; and identifying constituencies to participate in development planning and implementation at local and provincial levels;

(b) Establishing a national and international volunteer scheme by mobilizing joint teams of national and international volunteers, to provide direct assistance in rehabilitation activities while simultaneously strengthening local skills and capacities;

(c) Strengthening the Government's operational capacities to manage and coordinate humanitarian assistance by inaugurating a national committee to plan and manage the coordination of current humanitarian aid, and establishing a strong information tracking system and response capacity to cope with future humanitarian emergencies.

VI. RESOURCE MOBILIZATION

12. UNDP has agreed to support the Government in convening a round-table conference to mobilize donors in support of the Government's reconstruction programme. As part of the preparations for the conference, UNDP organized a thematic consultation on institutional capacity-building in June 1995 and is in the process of coordinating the Friends of Burundi Conference, which will focus on national peace-building and security, an indispensable condition for national reconciliation. Those preparatory efforts are expected to culminate in a round-table conference in Geneva in December 1995, where the Government will present its national economic policy framework and the final version of its reconstruction programme as a basis for support from the international donor community.

13. UNDP is implementing the reoriented country programme in close collaboration with other United Nations development partners, namely, the United Nations Office for Project Services (UNOPS), the World Health Organization (WHO), the United Nations Educational Scientific and Cultural Organization (UNESCO), UNV, the United Nations Centre for Human Rights (UNCHR), the United Nations Capital Development Fund (UNCDF), the Food and Agriculture Organization of the United Nations (FAO) and the Department for Development Support and Management Services (DDSMS).

14. UNDP has also organized parallel financing of the programme from UNESCO, WHO and UNCHR. Moreover, in its role as the United Nations coordinating agency, UNDP collaborated closely with the Department of Humanitarian Affairs in the preparation of two consolidated appeals for humanitarian assistance. The first appeal mobilized $9,500,000 in assistance during the first trimester of the crisis while the second appeal has mobilized $53,000,000.

15. The annex to the present document shows indicative planning figure (IPF) resources and their proposed allocation at the time of approval of the fifth country programme; actual IPF resources recalculated in line with decision 94/16; the allocation of resources after the crisis, including IPF, parallel and other financing for the reoriented country programme.

VII. EXECUTIVE BOARD ACTION

16. The Executive Board may wish to consider the adjustments described in the present note and endorse the reorientation of the fifth country programme.

Annex

I. RESOURCES AT TIME OF PROGRAMME APPROVAL a/

A. Estimated IPF resources at time of programme approval

	$	$
Carry-over from fourth cycle IPF	(1 717 000)	
Fifth cycle IPF	48 982 000	
Subtotal IPF		47 165 000
1992 expenses		(9 000 000)
TOTAL		38 165 000

B. Proposed allocation of resources at time of programme approval

Area of concentration	IPF $	IPF $
Development management	4 830 000	
Rural development	11 250 000	
Satisfaction of basic social needs	5 600 000	
Others	1 165 000	
Subtotal		22 845 000
Outside areas of concentration	3 100 000	
Unprogrammed reserve	12 220 000	
Subtotal		15 320 000
TOTAL		38 165 000

II. ACTUAL IPF RESOURCES BEFORE THE CRISIS

	$	$
Carry-over from fourth cycle IPF	(1 717 000)	
Fifth cycle IPF at 70 per cent b/	34 217 000	
Subtotal IPF		32 500 000
1992 expenses		(8 801 000)
1993 expenses		(5 234 000)
TOTAL		18 465 000

a/ Cost-sharing resources were not anticipated.

b/ Recalculated at 70 per cent of the originally established IPF in line with decision 94/16.

III. ALLOCATION OF RESOURCES FOR REORIENTED PROGRAMME APPROVED AFTER THE CRISIS

A. Allocation of IPF resources for the reoriented programme

(In United States dollars)

Activity a/	Amount
Rehabilitation of the health sector	690 000
Rehabilitation of the agriculture sector	569 000
Rehabilitation and strengthening of the administrative capacity of the State	577 000
Good governance, peace education and conflict resolution	577 000
Strengthening humanitarian assistance management and coordination	300 000 (SPR)
Support for grass-roots rehabilitation initiative	921 000
TOTAL	3 634 000

B. Parallel and other financing for the reoriented programme

Type of financing	Amount	Area
Parallel financing from United Nations organizations		
UNESCO	150 000	Peace education
WHO	100 000	Health
United Nations Human Rights Centre	336 000	Peace education and human rights
Cost-sharing		
Sweden	101 015	
Netherlands	26 468	
Burundi	5 323	
Trust fund		
Japan	200 000	Civic education
TOTAL	918 806	

a/ Funds for the national and international volunteer scheme have been included under each activity.